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the islands but his chief theme is their life of the present day. He describes the attractions of climate, cost of living, and amusements of the inhabitants. The most valuable chapters give an excellent description of the industrial developments and commerce. The remarkable possibilities of the islands and their very important present trade in sugar, bananas, limes, oil, asphalt, coffee, rubber and other products make the author enthusiastic for still more satisfactory future development. The description of the struggle between cane sugar production and that of bounty fed beet sugar is especially well done.

To the citizen of the United States the statistics demonstrate a thesis not shown in the author's argument. They show the remarkable extent to which the West Indies have been absorbed by the United States so far as their economic life is concerned. The dependence of the islands for their prosperity upon favorable tariff arrangements with the northern republic can not fail to be disconcerting to their inhabitants and to imperialistic Englishmen. The book closes with chapters on the relation of the Islands to Panama, Canada and the United States, which though they do not hint at their dependent position, enforce the conviction which the reader has already reached. Mr. Aspinall's book is an excellent review of the social and economic conditions of the scattered bits of British territories extending from the Bahamas to Guiana.

CHESTER LLOYD JONES.

University of Wisconsin.

BALDWIN, SIMEON E. *The Relations of Education to Citizenship*. Pp. 178. Price, \$1.15. New Haven: Yale University Press, 1912.

Governor Baldwin feels that the man whom the people are ready to trust in the long run is not the enthusiast because of his enthusiasm, nor the orator because of his eloquence, but the well-poised, cool and careful individual whose education has given him sanity and social judgment. "No scholar is a ranter. The power of education is a steady rather than an impetuous force. It is unfavorable to enthusiasm. It does not carry points by storm." He feels that the appeal of the person with education is of special significance because of the initiative, referendum and recall. Under direct legislation, the people must have brought before them "the reasons for or against measures upon which they are to vote, in the clearest way, or the whole proceeding will be a mockery of justice."

The author's views as to the curriculum and the place of the teacher are significant and invigorating. He feels that the first two years of a college course "should" be largely given to enforced study in those fields of general information in which all educated men ought to feel somewhat at home." The last two years of college education should be devoted more largely to specialization. He feels that "no university in the world of our day can properly omit thorough instruction in civics and the art of government." Most invigorating is his statement that "teaching on public questions ought to be positive. The student ought to know on what side his instructor is ranked. Then he can guard himself the better, from being carried away, and weigh the doctrines set before him with more precision. Of course, the instructor will refer to the main authorities, leading to opposite conclusions. But he will lose in power, if he does not dogmatically assert his

own belief and urge it as the true one." He emphasizes the sentimental quality that attaches to the best methods of instruction. He observes that the heart directs the mind, and that the "moral feelings of the people are their main safeguard."

CLYDE L. KING.

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BEARD, CHARLES A. *American City Government*. Pp. ix, 420. Price, \$2.00. New York: Century Company, 1912.

This is not a study of the existing governmental and administrative machinery of American cities, nor even a study of the newer tendencies therein. It is primarily a study of the newer functions of municipal government.

The volume begins with a chapter on the constituent elements in municipal populations and the political implications of the revolution in the growth, size and complexity of our cities. The second chapter treats of home rule. The author points out that in home rule the line bounding legitimate state intervention in municipal affairs is difficult to draw, and that, in spite of home rule charters, shrewd legislators, supported by judicial sanction, may, under the guise of general acts, pass a great deal of special legislation for home rule cities. The chapter, however, does not discuss the judicial decisions in home rule states as to the meaning and extent of home rule. A study of these decisions will be necessary in order to overcome the feeling left by the chapter that home rule is not a vital reform.

The author makes much of the necessity for emphasis upon the construction, management, standardization and efficiency of the administrative departments. The chapter on raising and spending the city's money is not so much a careful study of municipal taxation as a study of the newer fields in which the city's money should be spent. Special attention is given to the methods of making budgets, especially the attempts of several cities to do away with the evils inherent in budget-making by ward politicians, by taking this important activity out of the hands of the councils and vesting it in some authority representing the larger municipal interests. This method centers responsibility, reduces the power of the ward worker, encourages publicity, helps to educate the citizens and gives each and every civic organization an opportunity to place newer city needs before the public. Open hearings should be held upon the estimates before they have been finally acted upon by the budget-making authorities.

Dr. Beard points out that improvement in our expert municipal service imperatively demands the following conditions:

"Recognition on the part of the public that expert municipal administration cannot be realized by calling butchers, bakers, and candlestick makers from private life for short terms in public offices with which they are not familiar.

"The establishment of educational facilities for training men and women in public service.

"The selection of experts without regard to local residence.

"The adoption of the practice of selecting public servants of the higher rank by competition among qualified persons from all over the country.